Marshall Service District Plan
Citizen Committee Draft
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MARSHALL SERVICE DISTRICT PLAN

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I. INTRODUCTION

We citizens of Marshall love our town. (Although it's not incorporated, we call it our "town" because it looks and functions like a town.) We love the ability to walk along Main Street to visit with neighbors, and to meet many of our shopping needs in locally-owned stores where fellow members of the community can assist us. We love the small-town feel of Marshall, and the fact that many Marshall residents actually live on, or within walking distance of, Main Street. Those of us who live outside of town also enjoy the ability to meet many of our business, shopping and community needs in Marshall amongst our friends and neighbors. Marshall really is a community that works – for all of us, and we want Marshall to stay that way.

The Marshall community, including those of us who live in town, also appreciates the beauty and tranquility of the surrounding rural countryside. While we all accept, and many of us welcome, the prospect of additional growth, we want to control it in a way that preserves the surrounding countryside, and enhances and supports the characteristics of Marshall that we love.

Main Street will maintain its pattern of small shops and businesses.

Specifically, we would like to see a newly tree-lined Main Street fill in and prosper with more shops and businesses, and we want more of the people who will inevitably move to Marshall to live in close proximity to the Main Street shops and businesses, so that their presence and buying power will further enliven Main Street and secure its future. We would like a true mixed-use central area around Main Street with beautiful village-type homes, small shops and offices with apartments above, behind and nearby, off-street surface parking in small inviting clusters of parking spaces at regular intervals, and beautifully improved municipal parcels with inviting park and recreation areas of different kinds. We would like our new residential neighborhoods to be built in a traditional town style and to be fully connected to, and integrated with, our existing neighborhoods. We want the gateways to Marshall to visually provide a small town, welcoming entrance from the surrounding rural areas. We hope that the proposed gateway neighborhoods created by this Plan can reinforce the cherished characteristics of our Main Street rather than undermine them. And lastly, we also want our light industrial uses to fit in with the rest of our town with clean, well-designed facilities that are well-landscaped and screened and where appropriate, permit pedestrian and bicycle access.

In Marshall, we view balanced growth as very important. We recognize that growth which is disproportionately commercial, industrial or residential means that those of us who live here or move here will be able to find less of what we want near home. And we really do only want Marshall to grow over the next 50 years from today's 1,420 residents to not more than 5,000 residents, down from the six to seven thousand resident ultimate build-out recommended in the

2003 revision, and by comparison, little more than a third of the size of the 14,000 resident combined Town of Warrenton and Warrenton Service District today. That being said, we understand that the core area in and around Main Street needs to grow, both commercially and residentially, in order for Main Street to survive.

Preservation of existing historic structures also is emerging as an important strategy for maintaining our sense of community in Marshall. With the aid of the Fauquier Heritage and Preservation Association headquartered in the center of Marshall, and Marshall's venerable hometown historian, the late John K. Gott, Marshall's history is well documented and very real to its residents. As keepers of that historic heritage, we now feel the need to preserve the actual buildings that link us to Marshall's past. Using the established boundaries of Marshall's National Register Historic District created in 2007, we propose to establish a local historic district that will discourage the destruction of historic structures, offer financial incentives for preservation, and, without going overboard, set some basic rules as to how historic structures may be modified, maintained and updated within the historic district.

Finally, we are committed to doing everything we can to prevent Marshall's gateways from taking on the look of highway commercial jungles with the typical profusion of crass, plastic signs and ugly, soulless buildings that would rob Marshall of its unique identity and heritage.

Marshall is a wonderful town in Virginia's rural Piedmont; not just another town in Anywhere, U.S.A. It has its own personality and a comfortable feel - it's MARSHALL, and we want to keep it that way.

II. BACKGROUND AND CONTEXT FOR THE COMPREHENSIVE PLAN

The Marshall Service District Plan is part of Fauquier County's overall Comprehensive Plan. The Service District designations reflect the historical development patterns of the County established during the course of the past 200 years. They include incorporated towns like Warrenton and The Plains, as well as towns that are not incorporated like Marshall. The County's Service District framework is aimed at establishing areas that are planned to absorb the bulk of new growth in the County, in order to maintain a compact and efficient pattern of development and to protect the County's rural landscape.

The Code of Virginia requires that every locality update its Comprehensive Plan approximately every five years. The County encourages each of the nine service districts to likewise update their individual Service District Plans as well. The Marshall Service District Plan was last revised in the fall of 2003. A further review and revision is now warranted, particularly as our thinking about traditional town planning continues to evolve. The Service District Plan is intended to be a long range guide to growth management within the community. It includes a general vision, as well as more specific guidelines and recommendations regarding land uses and land planning, architecture and design, public realm and facilities, environmental and historic resources, and transportation. The Service District Plan also sets out the ultimate growth goals and limits for the Service District over a 50 year time horizon. A key element of the 2003 revision was the reduction of the ultimate build-out of the Service District from 14,000 to only 6,000 to 7,000 residents, reflecting the broadly shared desire that Marshall remain a small town.

This current revision again embraces this small town vision with the ultimate projected build-out further reduced to approximately 5,000 residents, utilizing a variety of recommended strategies to reduce the existing by-right zoning over time, particularly on the edges of the Service District, while introducing new strategies for promoting more compact development in and around Main Street.

Main Street will benefit greatly from streetscape improvements that bury the electric lines and reinstitute the street trees.

This round of planning for the Marshall Service District has involved local citizens from its inception, reaching all the way back to the completion of the prior update in 2003. Following that exercise, a private group of citizens working under the banner of "Marshall Moving Forward" and in cooperation with the Marshall Business & Residents' Association (MBRA), continued to focus on important planning issues principally along the Main Street corridor. Subsequently, Marshall Moving Forward has worked with MBRA to sponsor a series of applications for federal transportation enhancement funds to design and construct a variety of Main Street infrastructure improvements that would support the planning objectives for the Main Street corridor.

More recently, the formal 2008-2010 Service District Plan update began in the winter of 2008 with a series of twice-monthly meetings focusing on each neighborhood of the Marshall Service District, as well as on the broader planning issues of transportation, historic resources, public realm, and infrastructure and utilities. Those citizens participating in the process were briefed on the major land use and development trends in the area, and then worked to create a "uniquely Marshall" vision for the future of the Service District and each of its neighborhoods. This vision calls for new development to be designed with many of the familiar features of the existing and traditional small-town development patterns found in Marshall, including close-knit neighborhoods, walkable residential and retail areas, an interconnected grid of streets that will help distribute the transportation burden on Main Street as Marshall grows, and human-scale streetscapes with narrower, traffic-calmed street widths that are more comfortable for pedestrians.

The growth and development planning outcome for Marshall will be an interplay of comprehensive planning, zoning and market forces. The role of this Service District Plan is to perform the comprehensive planning function and to set the vision for Marshall – including specific design, style and density goals for Marshall's various neighborhoods, public spaces and amenities, and transportation needs. Following this exercise, it will be necessary to revisit the actual zoning ordinances applicable to Marshall in order to determine whether or not they will function effectively to meet the vision of this Plan. Most likely, the zoning ordinances also will need significant modifications if Marshall is to realize the vision in this Plan. As part of that review, we should look at the differences between traditional Euclidean Zoning (named after the famous 1926 U.S. Supreme Court case of Euclid, Ohio vs. Ambler Realty), and newer thinking

about Form Based Codes. Euclidean zoning primarily focuses on uses rather than design, while Form Based Codes focus on design rather than use. Of course, each does contain some elements of the other, and it may be that some hybrid of the two is best suited to our needs in Marshall.

Of course, we can never discount the importance of market forces on the future growth and development of Marshall. However, good planning and zoning can channel market forces, and give the market a clear indication of our likes, our preferences and our dislikes. Our planning and zoning efforts, if implemented effectively, should be up to the task of allowing Marshall to grow in a way that respects our history and traditions, and always affords us the luxury of knowing where we are.

There are several key changes in this current revision of the Marshall Service District Plan. This Plan, as now revised:

- **Places greater emphasis on design as a strategy for ensuring that future growth respects Marshall's traditional identity and town vision;**
- **Advocates the introduction of form-based zoning code concepts as a means of regulating future development;**
- **Seeks to address more pro-actively the potentially negative consequences of highway commercial zoning at Marshall's gateways through the implementation of highway corridor zoning overlay districts;**
- **Advocates traditional neighborhood design for Marshall's residential neighborhoods;**
- **Promotes Main Street as the market center, economic engine and central meeting place of the town, and the focal point of Marshall's community life;**
- **Changes the transportation emphasis from facilitating vehicular thru-traffic to enhancing connectivity and respecting the traditional town context of Marshall's Main Street and other neighborhoods;**
- **Emphasizes the importance of public amenities - both sites and facilities – as an important element of the community fabric;**
- **Advocates multi-property solutions for infrastructure such as parking and storm water management along the Main Street corridor;**
- **Introduces the concept of "transferable development rights" as a means of moving development density from outside the Service District, or from the outer reaches of the Service District, into the core area closer to Main Street;**

- **Suggests strategies to reduce the ultimate build-out of the Service District from the 6000-7000 residents recommended in the 2003 revision to approximately 5,000 residents; and**

- **Promotes the preservation of historic structures in Marshall through the creation of a local historic district.**

III. EXISTING CONDITIONS AND CHARACTERISTICS

The Marshall Service District is located in the northern portion of Fauquier County about 15 miles north of Warrenton (Figure 1). Its east-west axis is historic U.S. Route 55, which becomes Main Street as it traverses the town (Figure 2). The Marshall Service District is bounded to the south by U.S. Interstate 66, to which access is provided by an easterly and westerly interchange. The Marshall Service District is bisected to the east of town by the Norfolk-Southern freight line, which curves around to form the northerly boundary of the Service District. U.S. Route 17 runs essentially north/south into town, coming from Warrenton and points south and paralleling I-66 east/west until it heads north/south again to the west of town near the village of Delaplane. The Service District includes about 1,600 acres, with some 600 businesses and residences, and approximately 1,450 people.

Marshall Ford has been a landmark at the intersection of Routes 55 and 17 since 1916.

Marshall has long functioned as a market and service center for the surrounding farming community of northern Fauquier County and continues to do so, even as its function as a "bedroom" community for commuters also increases. The historic town of Marshall, with a typical complement of homes, shops, businesses, churches, schools and recreational facilities, developed first around the intersection of U.S. Routes 17 and 55 and later around the depot of what was then called the Manassas Gap Railroad. With the decline of railroads as a primary mode of transportation, the town also declined as an economic and population center. However, regional transportation improvements during recent decades, especially the construction of Interstate 66, have made Marshall a significant, if not prominent node along a major regional and national route. The major roads serving Marshall provide excellent regional access and mobility. They represent a major opportunity for Marshall if we can appropriately harness the growth pressure to our advantage, but potentially a major threat if we cannot.

Marshall has seen relatively little new development over the past two decades, mostly owing to a dysfunctional private water system that could not meet the needs of existing residents and businesses, let alone new ones. Additionally, the road bed of Main Street (U.S. Route 55) had

fallen into disrepair, and was only recently resurfaced. Most of Marshall's street trees were removed when Main Street was last widened by the Virginia Department of Transportation in the 1950's and never replaced. Sidewalks are in poor condition or non-existent, and no provision has been made to channel storm water runoff from Marshall's streets or properties in any systematic manner. Electric and telecommunications lines have been strung haphazardly and loom over Main Street at an uncomfortably low height. Street lighting is poor and unattractive.

A number of Marshall's older traditional buildings have been demolished over the years, and replaced in some cases with buildings generally lacking in design character or indigenous architecture. Some of the remaining Main Street buildings lost their distinctive design features with the VDOT widening that cost the town not only its street trees, but many of its porches, in the 1950's. Fortunately, enough of the older buildings still remain so that Marshall's central Main Street area was recently able to be placed on the National Historic Register as a rural historic town. Nonetheless, the center of town remains sprinkled with land parcels having no buildings at all. While some could serve as pocket parks or small parking areas, many will ultimately need to be redeveloped with new, traditionally designed buildings if Marshall is to prosper. Additionally, several large residentially-zoned tracts located very close to Main Street remain undeveloped at this time. These large tracts are expected to be the focus of additional residential development as Marshall grows. Previously developed residential tracts within the town that were built in the 1970's and 1980's were generally laid out in a typical suburban fashion, with unduly wide street sections, cul-de-sacs, and single rather than multiple entries to the existing street grid.

Many of the existing buildings on Main Street will continue to have long and useful lives with modest façade improvements

Houses placed close to the street with wide front porches are considered neo-traditional, but have long been prevalent in Marshall.

Fortunately, Marshall's older residential neighborhoods were designed along the more traditional pattern of narrower, interconnected streets, known today as "traditional neighborhood design." It is perhaps ironic that much of old Marshall adheres to the latest thinking of planners and architects about how towns should look and function. The best

towns being created or revitalized today will follow many of the planning principles already in place in Marshal and in other towns like it that were miraculously spared from the rampant suburbanization of the past few decades. What is now referred to as neo-traditional is, in Marshall, merely traditional in many ways.

Marshall's existing zoning (Figure 3) is based on conventional zoning principles known as Euclidean zoning (from the 1926 U.S. Supreme Court case of Euclid, Ohio vs. Ambler Realty) that focuses primarily on uses and aims to separate uses into discreet residential, commercial and industrial areas. Euclidean zoning includes very little regulatory focus on massing, form, style or design, and is typically written (as is the case in Marshall) in a way that discourages or even outright prohibits traditional town styles and designs. As a result, much of Marshall's more recent development ignores the town's original fabric, instead substituting strip shopping centers and cul-de-sacs, and even on Main Street, buildings with large frontal parking lots that look more like they belong in suburbia or in an industrial park than in a traditional Piedmont town like Marshall. Currently, no land in Marshall is zoned for mixed-use.

Marshall's sewage treatment plant is located just outside the Service District on the south side of I-66, with inflow lines running from the town under I-66 to the plant. The plant is owned and operated by the Fauquier County Water and Sanitation Authority (WSA). It is not intended or anticipated that the plant would serve properties outside the Service District, either to the south of I-66 or elsewhere. The current capacity of the plant is 640,000 gallons per day, which equates to 2,133 EDUs (equivalent dwelling units). The plant functions well, but is undersized to accommodate the ultimate build-out that this Service District Plan anticipates. However, current capacity is sufficient for reasonable growth, with 863 EDUs currently available over and above the 864 EDUs currently connected. In addition, there are 406 EDUs that have been paid for but not yet used. For example, the Backer property, east of town and now mostly under conservation easement, holds 199 EDUs, many of which ultimately may be returned to the system. The Carter's Crossing development close to Main Street and Winchester Road, approvals for which lapsed but may be resurrected in a traditional town format, already holds 55 of the EDUs it will ultimately need. The 17/66 project near Marshall's gateway has already purchased its 136 EDUs. It is important to remember that the Marshall sewer plant also serves The Plains, with 134 of the currently connected EDUs being used there; however, future development in The Plains is very limited and it would be unlikely to use more than 25-30 additional EDUs.

The existing sewer plant will require about $8-9 million of regulatory upgrades over the next decade, all of which would be financed from the sale of the currently available 863 EDUs at approximately $11,000 each. Once those upgrades are made, or even at the same time, it may be possible, according to the WSA, to expand the sewer plant's capacity by another 400-500 EDUs using currently available technology being implemented elsewhere in the County, such as at the Vint Hill plant in New Baltimore. At an additional cost of about $3-4 million, this capacity upgrade would be paid for by the sale of the EDUs it would make available. Improvements beyond this amount would require technologies that are not proven or financially feasible today.

In 2008, the WSA was able to acquire Marshall's existing, privately owned water system. The system has 584 connected customers, but had been limping along with poor pressure, poor water quality, and a badly leaking system of water mains. WSA is currently installing new water

system infrastructure on a phased timetable. The new water main serving Main Street and adjacent properties has been completed. Further extensions of the mains are planned over time. A new water tower at the western end of town has been installed in the woods atop Stephenson Hill, with a second tower to be installed at the eastern end of town at the 17/66 site by the end of 2010. An additional well producing 150 gpm (gallons per minute) and located at the 17/66 site will be connected to the water system by the fall of 2010. The connection of this tower and well is expected to restore good water pressure, quantity and quality for the 584 current customers, restore acceptable "fire flow" to the town's fire hydrants, and allow about 30 more new hookups. Three additional wells, owned by either WSA or the County and available for hookup, produce another 575 gpm. These additional wells are located at the 17/66 site (150 gpm), the Backer property (125 gpm), and the new Northern Fauquier Community Park (300gpm). WSA continues to drill additional test wells from time to time as part of an ongoing exploratory process backed by up-to-date hydrological studies. Further water taps will depend on the connection of at least one of the additional wells. However, at $5800 per tap (exclusive of an additional $3200 tap surcharge to reduce the debt undertaken by WSA to install the new water main), more than enough capital should be available to WSA to cover the cost of linking the remaining wells to the system. With the connection of the second water tank and tower at the 17/66 site and the three additional wells identified above, WSA calculates that an additional 1300 water hookups will be available in Marshall – not enough for the ultimate build out envisioned by the Service District Plan, but certainly enough to supply water for the amount of growth contemplated over the next ten to fifteen years.

Following the installation of the new water main on Main Street, VDOT milled and repaved the entire length of Main Street, from the railroad crossing at the east end of town to the intersection with Free State Road at the west end of town. The private citizens' group, Marshall Moving Forward, in cooperation with the Marshall Business & Residents' Association, has applied for and received over $1 million of federal Transportation Enhancement Grant funds to design and ultimately construct a series of Main Street infrastructure improvements, including new curbs, gutters, sidewalks, street trees, crosswalks and street lamps, along with the undergrounding of the electric and telecommunications lines. This $1 million represents only about 20% of the ultimate cost of this enhancement project, but will cover the full design, as well as the construction of one block of improvements along Main Street between Winchester Road and Frost Street. Additional grants will be sought each year, and projects already underway are favored over projects that have not yet begun.

Storm water management is another form of utility infrastructure that is woefully inadequate in Marshall, particularly along the Main Street corridor. Currently, rain wash along the paved surface of Main Street flows into curb inlets that have no connections other than to the open ditches beyond the sidewalk. It is the intent of the Main Street infrastructure initiative that these storm water inlets, along with others to be installed with the new curbing on Main Street, be connected to each other and to appropriate storm water discharge locations at either end of the town. To the extent that storm water infrastructure cannot be financed with Transportation Enhancement Grant funds, another funding source must be found. Ideally, the new storm water mains would be based on the natural drainage area divides in the town (Figure 4). Likely locations for ponds would be the Cunningham tract at the west end of town, the proposed pond on the Cannon Ridge site and the existing pond behind the Bloom grocery store at the east end of

town. These retention pond locations would require the cooperation of the three relevant property owners. A new storm water collector main would also allow the properties along Main Street to connect into the system rather than handling their storm water runoff entirely on site, as required by existing land use regulations. On-site storm water retention takes up too much land area to permit high quality traditional town development; thus future Main Street development consistent with the vision for Marshall dictates the implementation of a storm water collection system as soon as possible.

The construction of the new water system improvements, as well as the other planned infrastructure improvements for Main Street, has the potential to increase the pace of development in Marshall with the rebound of the economy following the current recession. Moreover, the westerly march of suburban sprawl from the counties to the east poses an ever-increasing suburbanization threat to Fauquier and all of its small towns. Marshall's location along I-66 also creates pressure for various forms of highway-oriented commercial development of the type that typically, and unattractively, characterizes many of our nation's highway interchanges. Existing highway commercial zoning at the easterly I-66 interchange would currently allow a significant amount of highway commercial development at Marshall's southern gateway with very little design control. Thus, the need for new zoning and land use controls that ensure traditional town and neighborhood design is more critical than ever. Marshall has a window of opportunity during the current economic slowdown, but only until the economy turns around.

While Marshall's western gateway is relatively protected from sprawl with rural agricultural zoning and, in some cases, conservation easements, the eastern gateway presents greater challenges. The small parcels of land lining the southerly side of Route 55 from Belvoir Road into town reflect a mixture of commercial and residential zoning and uses with no particular pattern. Behind these parcels is a large, industrially zoned area running from Belvoir Road on the east, crossing Whiting Road and wrapping around the eastern side of town toward the southern gateway. Most of the industrially-zoned land is currently undeveloped, but some industrial development has begun to occur. While this land is generally well-suited to light industrial uses with its proximity to the freight rail line, road access is problematic, particularly for large truck traffic. Reconstruction of the at-grade railroad crossing where existing Whiting Road meets the new Route 622 running through the 17/66 project should greatly improve access. While sewer capacity exists, no sewer lines are in place at this time.

On the other hand, the land on the northerly side of Route 55 in the eastern gateway area, just opposite the industrial land and the mixture of smaller commercial and residential parcels, is mostly taken up with the County's beautiful new Northern Fauquier Community Park, as well as the very large Backer property now mostly under conservation easement. Traditional agricultural uses like the Livestock Exchange, Tri-County Feeds and the Farmers' Cooperative also may be found along the northerly side of Route 55 in the eastern gateway area. Closer into town, but still within the eastern gateway area, the residential enclave of Rosstown, a traditionally black community with a church and a number of charming homes, provides an existing residential anchor within the easterly side of the Marshall Service District.

The new and beautiful Tri-County Feeds, together with the adjacent historic Fauquier County Livestock Exchange, are examples of how Marshall's businesses serve the surrounding agriculture-based economy

IV. ENVIRONMENTAL RESOURCES

A. Survey of Environmental Characteristics

The northern portion of Fauquier County, including Marshall, is part of the Blue Ridge Anticlinorium geological province which is characterized by mountainous and rolling terrain. More specifically, the area of the town is generally composed of Marshall Metagranite, with Alluvium and bottom land Colluvium along the creek beds. Fine-grained Marshall Metagranite is composed mainly of quartz, plagioclase, and potassium feldspar. It is well exposed in many locations. A medium to coarse grained Metagranite is found in some parts of the town and has few exposures. The Alluvium and bottom land Colluvium is a mixture of clay, sand, gravel and mica flakes.

The soil characteristics in Marshall reflect its surface geology (Figure 5 to be amended). The local soils (based on the County Soil Survey) are predominately Tankerville-Purcellville, Purcellville-Swampoodle, Purcellville-Loam and Swampoodle-Loam, with fair to marginal perk potential for drain field use. At this time, new development in the Service District is required to hook into public water and sewer, so that drain field potential use is not an impediment to development. Should any portion of the Service District be taken out of the Sewer Service District, poor perk potential could form an impediment to development.

The soils in Marshall present slight (10A), moderate (17B, 22B, 23B, 38B, and 55B), and severe (18C, 18D, 19E, 20C, 20D, 23C, 28C, 28D, 31C, 53C) potential for erosive conditions. Soils rated moderate or severe require additional attention to storm water design for new development, and additional attention to erosion and sediment control protection during construction.

A few of the mapped soils have rocky, or very rocky characteristics (18C, 18D, 20C, 20D), and contain rock outcrops. Rock outcrops increase the cost of site preparation, can involve blasting and increase the possibility of groundwater contamination. Similarly, Marshall also has mapped soils with shallow bedrock at 20 to 40 inches in some areas. Deep excavations in these areas also often require blasting, resulting in higher site development costs. Ripping and/or blasting

will be required for the installation of utilities and possibly for the excavation of basements, depending on final grades.

Hydric soils may be found in soil 10A. Hydric soils are good indicators for the presence of jurisdictional wetlands. Therefore, a jurisdictional determination will be required with development proposals involving hydric soils. The presence of jurisdictional wetlands can reduce the amount of area available for development.

Marshall also has soils with a moderate or higher shrink – swell potential (22B, 38B, and 55B), and all of the soils in Marshall have a low bearing capacity. In both of these cases, cracks can emerge in foundations. Engineered footings for buildings and roads are generally required, which does increase the site and development costs. A geotechnical study will be required at the construction plan phase of any project exhibiting these types of soils so that foundations and roads can be properly designed and constructed.

Mapped soils with seasonal high water table at 10 to 40 inches (10A, 22B, and 38B) are also found in Marshall. For these soils, sediment basin and traps, stormwater management facilities and houses with basements should be located carefully to avoid problems caused by groundwater (flooded basements, basins and dry ponds filled with water, etc.).

Streams, such as Carters Run and Piney Branch (Figure 6), are relatively shallow and provide moderately wide 100-year floodplains (soil unit 10A), generally in the southeast portion of the Service District. Ephemeral streams, which only flow immediately during and after a rainfall or snow melt, also have been mapped, and should be considered during the development process. Soil type 17B is generally associated with minor floodplains and with the stream valleys of the ephemeral and intermittent streams.

Most of the topography in Marshall is undulating to rolling, with slopes of 2-15% (Figure 6). A few areas, generally near I-66, have moderately steep slopes of 15-25% and steep slopes of 25-45%. Steep slopes must be placed in common open space for residential subdivisions, but there are no Zoning Ordinance restrictions for developing on moderately steep slopes.

Some areas of Marshall have significant tree cover and there are areas within the Service District containing some specimen trees. These are generally not mapped at the town level, but often are revealed through an application for development.

B. Planning for Environmental Stewardship

The traditional town design and pattern of development promoted in this Service District Plan is intrinsically consistent with protection of the natural resources. This is due to open space preservation in the rural areas, combined with reduced auto emissions, reduced energy use, and storm water management within the Service District. Smaller lots cover less land. A mix of uses and well-designed streets offer the opportunity to walk, which can result in less driving, petroleum use and smog. Smaller lawns and less pavement equals reduced water use and runoff pollution. From a human ecology standpoint, walking is healthful.

Beyond the general benefits of traditional town development, however, more can be done to make development in Marshall green. Green development starts with minimizing land disturbance and protecting natural drainage ways and environmental features. Therefore, this Plan seeks to use existing environmental features as a general theme around which development is based. More specifically, this Plan seeks to go beyond protecting key environmental resources included in the Zoning Ordinance (floodplains, wetlands, steep slopes), and in addition seeks to carefully integrate other environmental features, such as significant tree stands and specimen trees, into new development. For purposes of this plan, scenic vistas are also considered an environmental feature. Many of these features have been mapped, although others will not be obvious until development plans are brought forward. Updates to the zoning ordinance should, to the extent permitted by existing Virginia enabling legislation, require the documentation, protection and integration of environmental features. Developments requiring a rezoning should similarly be required to document and protect environmental features.

Both environmental and historic features could in fact become the cornerstone of the new neighborhoods in Marshall. Such features give a neighborhood a distinct character. Aligning a road with a scenic vista can preserve the vista for the whole community, not just a few landowners. A stand of old trees provides respite from the hardscape, and has a way of linking prior generations to the next.

In time, the County may pursue *Green Infrastructure* planning in which environmental features are protected and linked via a green network of streams, trails, parks, etc. Interconnection is the key to *Green Infrastructure*. A countywide *Green Infrastructure* plan would support native species, maintain natural ecological processes, sustain air and water resources, and contribute to the health and quality of life for all of the County's communities and people. With this in mind, interconnected open space will be sought with all new development in Marshall.

V. HISTORY AND HISTORIC RESOURCES

A. Background

Marshall Virginia is an authentic historic Piedmont town with buildings and streetscapes that stand as monuments to the town's 18th, 19th, and early 20th century heritage. During the 1960's and 1970's, a number of Marshall's Main Street buildings were vacant and in disrepair. Yet, Marshall today is listed on the National Register for its significant and unusually rich collection of primarily residential structures along with a large number of commercial and residential buildings constructed between 1870 and 1930. Due to the proud stewardship of the property owners, 139 properties on 99 acres of Marshall have the distinctive honor of being listed on the National Register of Historic Places (Figure 7). In addition to the earlier historic structures, more than 60 structures built between the two World Wars survive today. Marshall is also notable for its post-Civil War African American community known as Rosstown. These resources are all testimony to Marshall's role as second only to the county seat of Warrenton in its centrality in the affairs of the county. Long-time residents and newcomers alike are proud of Marshall and its small-town way of life, With each Service District Plan update, this message rings stronger and louder as the community refines its vision to integrate new growth into the

Marshall is enriched by the many historic buildings that have been adeptly preserved.

existing historic fabric in ways that retain Marshall's historic feeling and charm. Towns like Marshall that retain their authentic historical buildings in an increasingly modern landscape have both historical value *and* economic value.

Historic tourism is a sound economic strategy for both local businesses and local residents. Heritage tourists are the highest spending category of tourists, and the extra dollars they bring into a community create long-term sustainable economic opportunities for locally owned small businesses. Residents also benefit from a historic tourism strategy. Historic preservation strengthens a town's identity. Historic tourism provides local residents with a greater array of home-grown goods and services than those found in newer conventional suburban communities. It is no surprise that many of the nation's most desirable places to live are where the nation's history occurred. A great deal of Virginia and American history occurred in Marshall, Virginia as described in the brief summary of the National Register Nomination for the Marshall Historic District (http://www.dhr.virginia.gov/.) Much of the material in this nomination was derived from John Gott's history of Marshall titled, *High in Old Virginia's Piedmont, A History of Marshall (formerly Salem), Fauquier County, Virginia*.

While a number of Marshall's historic buildings have been preserved, the community continues to witness the loss of prototypical Marshall buildings. Moreover, there is a growing realization that the long-sought redevelopment of Marshall could inadvertently promote the destruction of such buildings, threatening the very fabric of this rural community. Thus, in a departure from the Service District Plan review of 2003, the Citizens Planning Committee is now broadly supportive of implementing a local historic district (Figure 8) that would help protect from demolition Marshall's existing historic buildings identified as contributing structures in Marshall's National Register Historic District. Nonetheless, the Committee has expressed a strong desire that the type of historic protection appropriate for Marshall would not be as far-reaching as the federal Department of the Interior Standards; rather, the vision would be to preserve the essence of these structures utilizing both incentives and disincentives, and without limiting the full use of property wherever possible. It should be noted, however, that in order to qualify for federal or state tax credits, a property owner would need to meet the stricter Federal Department of the Interior Standards.

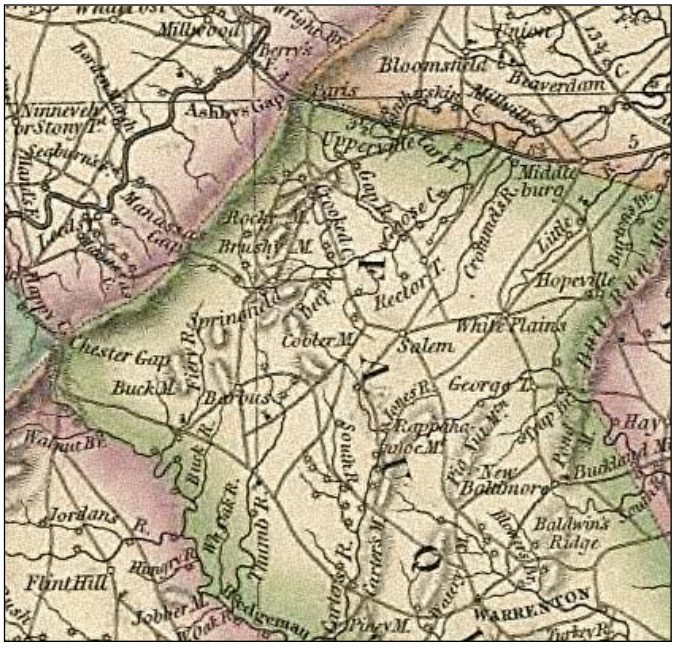
Examples might include the following:

1. Preservation of contributing historic structures would be strongly supported by a range of incentives from tax-related to land use related. Demolition would be strongly discouraged with similar tools, and in many cases prohibited unless structures could be shown to be defective beyond reasonable repair.
2. Additions to, and modifications of, buildings would be permitted with additional incentives when such plans respected and complemented the original architecture.
3. Use of construction materials for additions or repairs that include modern variations of traditional materials that save energy or reduce maintenance costs, such as cement-based siding materials, fiberglass-based trim materials or features, insulated windows with vinyl or metal cladding, standard grade roofing shingles, metal doors; and cultured stone would be allowed; only plastic or vinyl siding would be prohibited.
4. Minor changes, such as color choices would not be regulated or restricted.
5. Certain types of construction or maintenance work would be included within a "safe harbor" or "by-right" list of activities that would require notification only.
6. Additional landscaping might be required where appropriate.

The Citizen's Planning Committee members further reached consensus on convening a task force composed principally of Marshall residents to formulate a specific ordinance proposal for further consideration.

B. The Early Years

The Manahoac and the Iroquois Native American Indian tribes occupied the area known as Fauquier County when Europeans first explored and then settled here. The stories of these native cultures were often lost during the arrival of the Europeans and remain largely unknown. Future archaeological studies could focus research on the Marshall area and the remainder of Fauquier County with the goal of documenting these early chapters in our nation's history.



A map of the state of Virginia reduced from the nine sheet map of the state, in conformity to Law, by Herman Boye; eng… (1827)

The European colonists moved from the Virginia Tidewater into the Piedmont through a series of key roadways that permeated the Virginia frontier, two of which connected the Blue Ridge Mountains and Shenandoah Valley to the tidewater ports and intersected in what is

now the heart of Marshall. Winchester Road (now Route 17) led from Ashby's Gap to Dumfries and Route 55 lead from Alexandria through Manassas Gap. This intersection remains the most important historical feature representing Marshall's early formation and it should not be altered with widenings or additional turn lanes.

Marshal, which was called "Salem" until the 1880s, was laid out on a 30-acre parcel at this crossroads in 1796 by a group of 136 citizens and the land owner, John Monroe, who presented a petition to the Virginia General Assembly seeking a charter for a town at this intersection.

Fauquier Heritage and Preservation Foundation Building, 4110 Winchester Road

John Monroe was an early founding Baptist Church leader. In 1786, the Monroe family had acquired the land that would become Marshall, conveniently located where the Baptist congregation was housed in the circa 1771 Upper Carter's Run Baptist Church. Although much altered, this building currently comprises the rear portion of the current Fauquier Heritage and Preservation Foundation Building, and remains a key artifact from the town's early settlement period.

After the Baptists had abandoned the building, the stone structure first served as a boys school called "The Academy," and then as a private residence. Other surviving remnants from the town's earliest period include the following:

- The circa 1800 one-bay, one-story, gable-roofed, stone and plaster stone house commonly known as the hosteller' house for Rector's Ordinary located in the 8300 block of Main Street.

- The circa 1800 rear stone portion of the Pollard House located at 8393 West Main Street. (This building was greatly enlarged in the mid 1800s into a Federal Style building that now features early 20th century additions.)

- A circa 1805 one-story, two-bay, gable-roofed stone building that served as a store and Confederate post office located at 8335 West Main Street.

8363 West Main Street, the Hosteller's House

8393 West Main Street

8335 West Main Street

In the 1820s Salem was a thriving crossroads with 73 residents. By 1830 the town boasted 228 residents, and 43 enslaved African Americans who worked in the local businesses and on the nearby farms. Some of the few surviving buildings from this period include the following, all of which are situated on lots comprising the original 1797 Plot of the Town of Salem:

- The circa 1830 frame residence at 8430 West Main Street.
- The circa 1830 brick commercial building at 8368 West Main Street that was originally constructed as Rector's Storehouse. This building was converted into the Marshall Pharmacy in the early twentieth century and is now part of the Old Salem Restaurant.
- The circa 1830 Foley Building at 8342 West Main Street that is comprised of three sections, the earliest of which comprises the easternmost section.
- The circa 1835 Federal-Style brick dwelling at 8362 West Main Street.
- The circa 1835 stuccoed building at 8358 West Main Street.

8430 West Main Street

8368 and 8366 West Main Street

- The circa 1830 Floweree-Utterback House at 8369 West Main Street features fine Federal-Style exterior detailing including a pedimented entrance bay, a fanlight, and Doric pilasters.

8344 and 8342 West Main Street

8362 West Main Street

8360 and 8358 West Main Street

8369 and 8371 West Main Street

The arrival of the Manassas Gap railroad in 1852 further enhanced the local economy and brought with it a building boom resulting in growth within and outside of the original town lots. Although several railroad-related structures were erected, unfortunately none survive. Ten buildings remain standing from this important development period, several of which were solidly built in log, attesting to the longevity of this building method through the 19th century. The oldest surviving church still in use in Marshall, the Gothic-Revival Style Trinity Episcopal Church, was built in 1849 by local builder William Sutton.

Trinity Episcopal Church, 4107 Winchester Road

C. Marshall in the Civil War

Marshall's critical location at the intersection of two major roads and the railroad made the town an ideal meeting place for Confederate Col. John S. Mosby and his Rangers during the Civil War. The town is in the heart of "Mosby's Confederacy," and many of Mosby's men lived nearby.

Marshall was the location of several minor skirmishes. In September 1863, Mosby mounted two howitzers on Stephenson's Hill and opened fire on Federal troops working near the rail station. Mosby's 200 men captured at least 40-50 of the 800 scattering Federal troops. (Stephenson's Hill is designated for open space/park in this plan to represent the community's preservation goals.) There were other minor skirmishes in Marshall and a number of significant troop movements. J.E.B. Stuart marched through Marshall in August of 1862 and General Philip Sheridan passed through in 1864. Marshall's greatest distinction in the Civil War is as the location where Mosby's Rangers were officially disbanded on April 12, 1862, somewhere in the vicinity of the north end of Frost Avenue.

D. Marshall's African American Heritage

The Civil War brought freedom to 10,000 enslaved African Americans in Fauquier County. The Afro American Historical Association of Fauquier County has compiled extensive information about the enslaved African Americans who contributed to the Marshall community; however, there is much more remaining research to be done to uncover these untold stories.

Salem Baptist Church, Rosstown

The historic African-American community called Rosstown, located on the eastern side of Marshall, honors the slaves' new-found hopes and freedoms after Emancipation. Rosstown formed around the Salem Baptist Church that was organized in 1872. The current Gothic Revival-style church was constructed in 1929. Rosstown was named for Robert Ross, an African American blacksmith who was born in 1840. Ross owned his own property in 1870 and in 1891 he deeded a third of an acre to the Salem Baptist Church. Other African-American families that appeared in the 1896 Land Tax Books in the vicinity of Rosstown included the Craigs, Braxtons, Travers, Tyners and Whitings.

As much as Rosstown represented freedom after the Civil War, like most of the Nation's post Civil War African American communities, Rosstown also represents this nation's legacy of segregation that continued until the mid 1960s. Rosstown and all of Marshall today is a mixed racial and mixed income community, and the home of many proud early Rosstown and Marshall descendants.

E. Marshall, 1875-1900

Approximately 20 buildings survive in historic Marshall that date to the last quarter of the nineteenth century. These buildings include the Folk Victorian-styled Ramey House at 8331 West Main Street, the Holmes-Duncan House at 8425 West Main Street, and the Kibler House at 8330 West Main Street. The circa 1899 Marshall United Methodist Church stands as fine example of a Gothic-Revival style church. Other buildings from this time period include vernacular style commercial buildings such as the Joseph Wood Building at 8348 West Main Street.

Ramey House, 8331 West Main Street

Holmes-Duncan House, 8425 West Main Street

Kibler House, 8330 West Mains Street

Marshall United Methodist Church, 8405 West Main Street

Joseph Wood Building, 8348 West Main Street

F. Marshall, 1900-1945

Thirty buildings comprise the stock of architectural artifacts representative of Marshall development in the first two decades of the twentieth century when the town continued to thrive as the commercial center of the county's rural agricultural economy. Vernacular I-houses and L- and T-shaped dwellings were examples of the town's most prominent residential style amidst several fine examples of the Queen Anne style as well.

I-houses were a popular house style throughout the entire nation during this time period. They are typically one room deep, two stories in height, and three to five bays wide with a central-passage plan. The short span of the I-house made it easy to construct and it adapted well to stylistic changes. Marshall features an I-house at 8451 West Main Street and at 8184 East Main Street. The ability for an I-house style to adapt to new styles is well represented in the highly decorated circa 1914 Salem House at 8375 West Main Street.

8451 West Main Street, I-House

8184 East Main Street, I-House

Salem House, 8375 West Main Street

T- and L-shaped houses also appeared in the first two decades of the 1900s. Dr. Frost's house at 8293 East Main Street and the Stipe-Maddux house at 8272 East Main are both examples of T-shaped buildings. The house at 8196 East Main Street and the A. R. Tavenner House are both fine examples of the L-shaped frame dwellings from this time period.

Dr. Frost's House, 8293 East Main Street

Stipe-Maddux House, 8272 East Main Street

A.R. Tavenner House, 8304 East Main Street

8196 East Main Street (left)

Marshall's most sophisticated example of the Queen Anne style is the Renalds House located at 8284 Wild Aster Court. The largest example of a Queen Anne style house is the T. Henderson Maddux house at 8277 East Main Street.

T. Maddux House, 8277 East Main Street

Renalds House, 8284 Wild Aster Court

Marshall experienced a great period of prosperity in the years between the two World Wars. Over 60 of the historic area's properties were constructed in this time period, and interestingly, 21 of these were constructed between 1930 and 1935 during the National Depression. These 60 properties include dwellings as well as 11 commercial buildings and a church. These prominently located commercial and industrial buildings together lend the town the atmosphere of "the town that works."

The dwellings built between the two World Wars are generally smaller than their earlier Victorian counterparts. A large number of them use detailing from the popular Craftsman/Bungalow and Colonial Revival styles that appeared in several subdivisions in the Service District constructed by two local builders, John E. Russell and Lewin Irvin Poe.

Approximately 20 residences on Anderson Avenue date to the 1920s and mid 1940s. The majority of these are one and 1/2 story frame structures with a gable roof and front porch. At least five of homes feature Craftsman-style treatments such as battered wood posts on brick piers, overhanging eaves, and hipped roofs.

4118 Winchester Road, Bungalow

More Craftsman-style homes are found along Winchester Road, including a stuccoed bungalow at 4118 Winchester Road, a rare buff-colored brick bungalow at 4206 Winchester Road, and two almost identical Craftsman bungalows with overhanging eaves at 4242 and 4244 Winchester Road.

4242 Winchester Road

4206 Winchester Road, Bungalow

4244 Winchester Road

The Marshall district also includes 17 examples of Colonial Revival-style dwellings from the 1920s to the 1940s constructed from a variety of materials. Colonial Revival style structures include all types of styles that were resurrected from America's past. There are several Cape Cod homes that draw from early New England styles. The circa 1910 one-story Marshall Bank with arched attic windows represents the revival of the Gothic style from the mid 19th century. The local builder Lewin Irvin Poe constructed the circa 1923 Classical-style Marshall Baptist Church. That same year the town witnessed the construction of the large Colonial Revival-style Marshall National Bank.

Circa 1910 Marshall Bank, 8357 West Main Street

Marshall Baptist Church, 4121 Winchester Road

Circa 1923 Marshall National Bank, 8327 West Main Street

One of the town's keystone industrial properties, T.H. Maddux & Company, features a 100-foot-tall concrete grain elevator in a complex of buildings located at the intersection of the railroad tracks and East Main Street. Frost Street also showcases the Marshall Creamery that functioned as a dairy until the 1950s. The former Star Market is another dominant commercial structure at 8351 West Main Street.

T. H. Maddux & Company, 8224 East Main Street

Marshall Creamery, 4234 Frost Street

Former Star Market, 8351 West Main Street

Although the termination of passenger rail service to Marshall in the mid 1940s had a serious impact on Marshall's economic vitality, the town witnessed construction of 17 new structures inclusive of a number of small functional dwellings and the Marshall Hardware Store during this time period.

Sadly, as lamented in John Gott's book, High in Old Virginia's Piedmont, the widening of Route 55 forever changed the historic setting of Marshall through the elimination of front yard greenery, fences, and mature trees. Future planning efforts will focus on ways to reintroduce these lost landscape attributes that welcomed visitors to this historic crossroad community.

G. Surrounding Rural Landscape

Marshall is also in the center of the some of the County's best preserved rural landscapes that represent the county's agricultural history. To the west lies the John Marshall /Leeds Manor Rural Historic District. The Crooked Run Rural Historic District runs along Route 17. Due north is the Cromwell's Run Rural Historic District. To the community's east lies the Broad Run/Little Georgetown Rural Historic District, and historic community of The Plains. Many other areas near Marshall are also eligible for listing on the National Register because of their preserved condition. The entire area surrounding Marshall forms part of the Mosby Heritage Area and the Journey Through Hallowed Ground Heritage Area.

The John Marshall/Leeds Manor Rural Historic District lies just west of Marshall.